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Chairman: Mr. Maurer (Switzerland)
Chairman of the Advisory Committee on Administrative and Budgetary Questions: Ms. McLurg

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The meeting was called to order at 10.10 a.m.

Agenda item 132: Proposed programme budget for the biennium 2010-2011 (*continued*)

Introduction of the proposed programme budget for the biennium 2010-2011 (continued) (A/63/151 and Corr.1 and Add.1, A/64/6 (Introduction) and Corr.1, A/64/6 (Sect. 1) and Corr.1, A/64/6 (Sects. 2 and 3), A/64/6 (Sect. 4) and Corr.1, A/64/6 (Sect. 5) and Corr.1, A/64/6 (Sect. 6), A/64/6 (Sect. 7) and Corr.1, A/64/6 (Sects. 8-10), A/64/6 (Sect. 11) and Corr.1, A/64/6 (Sect. 12), A/64/6 (Sect. 13) and Add.1, A/64/6 (Sects. 14-16), A/64/6 (Sect. 17) and Corr.1, A/64/6 (Sects. 18-21), A/64/6 (Sect. 22) and Corr.1, A/64/6 (Sects. 23-26), A/64/6 (Sect. 27) and Corr.1, A/64/6 (Sect. 28), A/64/6 (Sect. 28A), A/64/6 (Sect. 28B), A/64/6 (Sect. 28C), A/64/6 (Sect. 28D) and Add.1, A/64/6 (Sect. 28E), A/64/6 (Sect. 28F), A/64/6 (Sect. 28G) and Corr.1, A/64/6 (Sect. 29) and Corr.1, A/64/6 (Sects. 30-36), A/64/6 (Income sects. 1-3), A/64/7, A/64/16 (chap. II.A), A/64/73 and Corr.1, A/64/74, A/64/86, A/64/89, A/64/201 and A/64/203 and Corr.1 and Add.1)

1. **Mr. Loy** Hui Chien (Singapore) said that, despite the criticisms levelled against it, the United Nations was still the world's best guarantee of peace and security, development and human rights. Its mandated activities must therefore receive adequate and sustainable funding. The budget should be considered from a long-term perspective, within a broader vision of reform aimed at building a more efficient and effective Organization. While Member States had the right to demand an efficient use of resources, efforts to excessively constrain budget growth were neither sustainable nor desirable, given the growing intensity and complexity of the Organization's activities. Recalling that the proposed programme budget for 2010-2011, even if add-ons were included, represented a very small sum compared to the government budgets of the leading developed countries, he suggested that Member States should move away from incremental budgeting and consider budget requests on their own merits. The Secretary-General should also make every effort to ensure the integrity of the budget process.

2. Development was extremely important and should not be relegated to a lower priority than the other pillars of the Organization's work, since it had enabled many countries to reduce poverty and improve their peoples' standards of living. Singapore itself had in the past benefited from development assistance. While development efforts had to date been financed largely through extrabudgetary resources, more should be done through the regular budget, giving greater priority to the needs of the poorest and most vulnerable peoples, including the special needs of Africa and the unique challenges faced by the least developed, landlocked and small island countries. In that regard, it should be noted that the Development Account was still nowhere near the level of $200 million originally proposed.

3. In contrast to the inadequate funding provided for development-related activities, the budgets of special political missions had grown tremendously over the last decade. Such disproportionate growth had led to major distortions in the size of the regular budget, creating the false impression that it was spiralling out of control. For the sake of transparency and to facilitate meaningful discussions, his delegation therefore called for special political missions to be considered separately in the Committee's deliberations on the proposed programme budget.

4. **Ms. Cordeiro Dunlop** (Brazil) said that, before the Committee began to examine in detail the proposed programme budget for 2010-2011, a strategic discussion on the role of the regular budget was needed. It was unacceptable that the regular budget did not treat the three pillars of the Organization's work — peace and security, human rights and development — in a balanced manner and that it failed to give due priority to development activities. Her delegation was dissatisfied with the current state of affairs, in which Security Council decisions on peace and security were financed by reliable assessed contributions while equally important mandates in the areas of development and human rights had to rely on less predictable extrabudgetary resources. Voluntary contributions should complement, not replace, regular budget funding, and should be used to support, not reorient, the priorities agreed upon by Member States. It was vital to further strengthen the role, capacity and effectiveness of the United Nations Secretariat in the area of development, including the Department of Economic and Social Affairs, the United Nations Conference on Trade and Development (UNCTAD) and the regional commissions, and to provide a greater share of the financing for such development activities

from the regular budget, which would enhance the independence of the Organization's work and improve the reliability and predictability of its funding. As an integral part of efforts to consolidate the Secretariat's development activities, Member States should also find a sustainable way to increase regular budget funds for the Development Account.

5. Since the Organization's responsibilities had greatly increased over the last decade, it must be provided with commensurate additional resources in order to be able to perform its role effectively, particularly in relation to development at a time of financial and economic crisis. While all Member States wanted the Organization to use its resources more efficiently, her delegation was not prepared to accept proposals that, on the pretext of efficiency gains, sought to cut the resources allocated to legitimately approved mandates, which all Member States had a collective responsibility to fund.

6. **Mr. Al Habib** (Islamic Republic of Iran) said that the resources requested in the proposed programme budget should allow the Secretariat to effectively and efficiently implement all its mandated activities, without resorting to extrabudgetary resources. While his delegation supported budget discipline and measures to achieve greater efficiency through the optimal use of available resources, it was the General Assembly's prerogative to determine the level of resources commensurate with the Organization's mandates and activities. The Secretary-General had no legislative mandate to establish an arbitrary budget ceiling, which would constrain the Organization's capacity to implement its mandates, especially in already under-resourced areas such as development. His delegation believed that the 0.5-per-cent real increase in the budget for the third successive biennium was not a coincidence, but reflected the political wishes of a few Member States.

7. While the 2005 World Summit Outcome had reaffirmed the central role of the United Nations in promoting development, the Organization had repeatedly failed to make development a priority, as reflected in the proposed allocation of resources for the biennium 2010-2011, which represented yet another disappointment for developing countries. It was legitimate to expect that the provisions of General Assembly resolution 63/260, expressing Member States' strong political will to strengthen the development pillar of the Organization's work, should have been followed up with concrete measures in the proposed programme budget for 2010-2011. Instead, the distribution of resources proposed in the introduction to that budget (A/64/6 (Introduction)) was much the same as in previous bienniums. The 2.4-per-cent increase in the resources allocated to international cooperation for development, compared with 5.2-per-cent growth in those for human rights and humanitarian affairs, and the absence of any increase in the resources allocated to the Development Account, highlighted the low priority still given to development-related activities. The figures for proposed new posts in the biennium 2010-2011 reflected similar imbalances.

8. The lack of transparency and accountability in the recruitment of United Nations staff, especially at senior levels, was an area of concern that should be addressed through measures to ensure equitable geographical representation in all recruitment processes and the rotation of senior positions among Member States. Improving the placement of successful candidates from the national competitive recruitment examination would also help address the Organization's current geographical imbalances as well as contributing to its rejuvenation. The unprecedented use of consultants and private contractors in areas considered to be core activities of the Organization was another matter of concern.

9. With regard to procurement, his delegation expected to see a real increase in business opportunities for developing countries, following the approval of additional resources to improve governance and management in that area. It would not accept the introduction of new criteria in the procurement process without the prior approval of the General Assembly.

10. Since the regional commissions played an important role in implementing the development agenda, they should be allocated the financial and human resources they needed to perform their core mandates without having to rely on extrabudgetary resources. Resources must also be allocated equitably among the four main duty stations and the regional commissions. In that connection, his delegation noted the modest 2.4-per-cent increase in resources proposed for the Economic and Social Commission for Asia and the Pacific (ESCAP), which was the largest regional commission.

11. Lastly, the Department of Public Information should revitalize its role in promoting the Organization's image by disseminating its achievements in all fields and focusing on the benefits of multilateralism, rather than engaging in mere damage control.

12. **Mr. Petranto** (Indonesia) said that, although the United Nations must strive for efficiency in budgetary matters, it must also have the capacity to implement all mandated programmes. The Organization was entrusted with ever-greater worldwide responsibilities for improving the lives of people who urgently needed its help, yet the proposed programme budget for the biennium 2010-2011 reflected an allocation of resources resulting in overall real growth of just $22.4 million, or 0.5 per cent. The pursuit of zero budget growth should not be an end in itself.

13. With States showing renewed appreciation for the value of multilateralism, there was every reason for the Organization to be provided with the resources necessary for meeting the expectations of its membership, particularly in relation to the achievement of internationally agreed development goals, including the Millennium Development Goals. Nonetheless, development was often not given priority in the regular budget. For example, most development-related activities were funded from extrabudgetary resources, for which the approval procedures, reporting requirements and accountability mechanisms often lacked transparency. Since development was one of the three pillars of the Organization's work, none of which was subordinate to the others, the balanced distribution of limited budget resources among all three pillars was vital.

14. The requirement for the Secretary-General to ensure that the proposed programme budget presented the fullest possible picture of the Organization's requirements for each biennium was critical for determining the effectiveness of the budget process. In accordance with the General Assembly's request that the Secretary-General should avoid a piecemeal approach, it was imperative that the budget should present an accurate picture of all mandated activities, along with the resources allocated to them. Implementation of the results-based-budgeting approach was also essential as part of the reform process leading to a more efficient, productive and results-oriented Organization.

15. **Mr. Tommo Monthe** (Cameroon), recalling that the proposed programme budget should be considered within the broader context set out in regulations 2.1 and 2.2 of the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (ST/SGB/2000/8), said that a representative of the Committee for Programme and Coordination (CPC) should be constantly available during the Fifth Committee's deliberations to explain programme content, as required. More information should also have been provided by the Secretariat on resource requirements for the various reforms and initiatives introduced in recent years, as highlighted in the Advisory Committee's report (A/64/7).

16. Although at first glance the proposed programme budget might appear excessive, it was very modest compared with the vast sums spent on weapons and with the budgets of other entities. The current financial crisis did not fully explain the parsimonious approach to the funding of the regular budget. The fact that extrabudgetary resources exceeded regular budget funds clearly showed that not all Member States had the same political will to finance the Organization's mandated activities.

17. It was hard to assess the real increase in resources compared with the biennium 2008-2009, since a number of significant requirements had not been included in the proposed programme budget. His delegation concurred with the Advisory Committee that the proposed programme budget should present the fullest possible picture of the Organization's requirements; incremental budgeting disrupted the consideration of the budget and distorted the assessment of Member States' contributions. Whatever happened, budget growth would not be zero; past efforts to attain zero growth had had a very negative impact on the implementation of mandated programmes.

18. A number of growing imbalances in the United Nations budget were regrettable. Firstly, although the Organization clearly could not operate without extrabudgetary resources — estimated at $9.4 billion for 2010-2011 compared with a regular budget of $4,887.5 million — the use of such voluntary contributions must not call into question the Member States' authority in establishing priorities and mandates, or influence their implementation. The Secretariat must more rigorously channel

extrabudgetary resources into the mandates and priorities determined by the Organization's legislative bodies. Secondly, the unequal treatment of the three pillars of the Organization's work in the proposed programme budget for 2010-2011, and specifically the small share of resources allocated to development, was an ongoing source of concern since, while development was not possible without peace and security, the most effective way to achieve peace and security and respect for human rights was by improving people's living conditions. Thirdly, his delegation expressed concern at the underrepresentation of developing countries in senior Professional posts within the Secretariat and reaffirmed its commitment to the principle of equitable geographical representation.

19. Notwithstanding the increase of 7.4 per cent in the resources proposed under section 11, United Nations support for the New Partnership for Africa's Development (NEPAD), his delegation considered that that budget section should be provided with more substantial and predictable resources, in view of the limited level of extrabudgetary fund mobilization seen in 2008-2009. The effective functioning of the Office of the Special Adviser on Africa was also essential, since the support provided by the United Nations and the international community to NEPAD was coordinated by that Office.

20. His delegation welcomed the proposed increase in the budget for the Office of the United Nations High Commissioner for Human Rights (OHCHR), as well as the proposed increase of $157,500 in the resources allocated to the Subregional Centre for Human Rights and Democracy in Central Africa and the establishment of a specific budget subsection for that Centre. As the Centre's host country, Cameroon reiterated its commitment to providing all necessary facilities for its successful operation.

21. **Mr. Hameed** (Pakistan), reaffirming the pivotal role of the General Assembly in the planning, budgeting, monitoring and evaluation of United Nations activities, including decisions on the utilization and allocation of resources, said that the proposed programme budget should present a full picture of all mandated activities and resource requirements needing approval.

22. While his delegation noted that the extrabudgetary resources for the biennium 2010-2011, relating to a number of substantive, operational and support activities, had been estimated at $9.4 billion, it considered that mandated activities should be financed through assessed contributions in order to ensure a predictable source of funding. The approval procedures, reporting requirements and accountability mechanisms for extrabudgetary resources should be more transparent. Furthermore, although the programme budget should reflect Member States' priorities in the areas of development, peace and security, and human rights, there were disproportionate increases in the resources allocated to some sections of the proposed programme budget for 2010-2011, and his delegation emphasized the need to allocate adequate resources to development activities. Appropriate measures should be taken at all duty stations to address high vacancy rates, which would certainly affect programme delivery and should not be used to achieve savings.

23. His delegation wished to know why the target level of $200 million for the Development Account had not been reached. The efficiency gains achieved in recent years had clearly not been diverted to that Account in accordance with General Assembly resolution 52/12 B.

24. **Mr. Dahmane** (Algeria) said that intergovernmental bodies had a vitally important role in preparing and adopting the programme budget, which reflected the Member States' ambitions and priorities. While his delegation welcomed the Secretariat's efforts to provide the Committee with clear budget information in a timely manner, it urged the Secretary-General to present in future a proposed programme budget that provided the fullest possible picture of the Organization's requirements, in a single report, so as to facilitate comparisons with previous bienniums.

25. Budgetary resources must be allocated to the three pillars of the Organization's work in a balanced manner. Unequal treatment of the development pillar could, in the medium term, undermine the universal and multidisciplinary nature of the United Nations. In view of the substantial growth in the resources allocated to special political missions in recent years, it might be useful to create a separate account for them in order to prevent distortion of the overall budget. The larger problem, however, was that the increased allocation of resources to special political missions tended to lead to a reduction in the resources available for other activities. For that reason, it was inadvisable

to pursue a zero-growth policy for the regular budget, since such a policy might lead to the curtailment of critical activities that primarily benefited developing countries. While his delegation acknowledged the importance of special political missions and their role in promoting peace and security, it deplored the bias that led to the acceptance of increases in expenditure in the area of peace and security but not in the area of development, even though the objectives of the two pillars were complementary and indissolubly linked.

26. While voluntary contributions were important, the large-scale use of extrabudgetary resources to finance development activities had a negative impact on the stability and predictability of funding and could give rise to a two-tiered system in which activities promoting peace and security were funded from the regular budget while development activities were funded only at the discretion of public and private donors. The sharp fluctuations in extrabudgetary resources for the Economic Commission for Africa (ECA) and NEPAD highlighted the drawbacks of such a system. His delegation therefore called for substantial resources to be made available from the regular budget for both ECA and NEPAD, in line with the international community's commitments to address Africa's special needs. In that connection, he also expressed concern that the functions of the Special Adviser on Africa were currently assigned to the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, who had also been designated to serve as Special Representative to UNCTAD and as a focal point for all economic and social issues related to Africa at United Nations Headquarters. Since the assignment of so many separate functions to the High Representative would hinder satisfactory delivery of the mandates of the Special Adviser on Africa, a long-term solution to the problem must be found.

27. While his delegation welcomed the debate initiated by the Secretariat on budget flexibility, it wished to emphasize that budget decisions must be discussed and adopted by the Committee, pursuant to Article 17 of the Charter of the United Nations. Recalling that all proposals amending the departmental structure of the Secretariat, as well as the format of the programme budget and the biennial programme plan, were subject to the review and approval of the General Assembly, as stipulated in its resolution 60/260, his delegation regretted that some United Nations agencies tended to provide the Committee with insufficient information on staffing levels. By allowing themselves a degree of flexibility that the Committee had never agreed upon, such agencies were encroaching on the prerogatives of the General Assembly. They would do well to follow the example of the Secretariat departments, which had improved their practice in that regard, and they should submit detailed post requirements and other resource requirements for the Committee's consideration when seeking to establish new programmes or subsidiary bodies.

28. **Mr. Momen** (Bangladesh) said that the current financial and economic crisis had made the world's poorest even more vulnerable. The United Nations must play a visionary role in assisting them and the Organization's budget must make adequate provision for translating development policy into action. Noting that Bangladesh had paid its assessed contributions to all United Nations budgets despite the constraints it faced, he urged all Member States to pay their contributions in full, on time and without conditions.

29. A more user-friendly and precise presentation of the budget would help Member States in analysing it. He wondered why all foreseeable requirements had not been included in the budget proposal, as called for by General Assembly resolution 62/236. The budget document, far from being a mere accounting statement, must delineate the Secretary-General's vision for the attainment of policy objectives mandated by the General Assembly. Since development, peace and security and human rights were inextricably linked, more resources should be devoted to development activities in order to strike a balance among those three pillars of the Organization's work. It was unfortunate that the level of the Development Account was a mere 0.38 per cent of the regular budget; an appropriate mechanism should be established to address the perennial shortfalls in the Account.

30. Reiterating that allocated resources must be commensurate with mandates, he cautioned that austerity measures would likely jeopardize the Organization's proper functioning. With extrabudgetary resources for the biennium 2010-2011 estimated to reach almost twice the level of the regular budget, a methodology should be devised that would allow all Member States to participate in decision-making regarding extrabudgetary resources.

31. With respect to results-based budgeting, he noted that the bulk of the 4,541 discontinued outputs were related to economic, social and environmental programmes in developing countries, and requested information on the resources that had not been allocated to new outputs.

32. The Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, whose mandate covered approximately half the Member States, continued to be allocated inadequate resources. Calls had been made to strengthen the Office since its inception. It should be given greater human and financial resources immediately in order to facilitate progress on the Brussels Programme of Action and to prepare for the Fourth United Nations Conference on the Least Developed Countries, to be held in 2011.

33. Furthermore, he was deeply concerned that the High Representative's responsibility for three functions — High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, acting Special Adviser on Africa and representative to UNCTAD — might undermine the dedicated attention required for each of those functions and was, moreover, contrary to General Assembly resolutions 62/236 and 63/260. In that connection, he requested information on the status of recruitment for the post of Special Adviser on Africa.

34. **Mr. Edrees** (Egypt) said that any budget increase resulting from requirements presented at a later date should not lead to budget cuts for programmes that benefited developing countries. Budget resources were allocated unequally, with some $940 million proposed for the budget section relating to political affairs, while appropriations proposed for development amounted to only $19 million. His delegation was prepared to support any sound proposal that would improve the Organization's performance on political affairs, but also believed that there should be a balance in the allocation of resources to the different pillars of the Organization's work.

35. Special political missions should have a separate account and should be financed in a manner similar to peacekeeping missions. Allocations for special political missions in the current proposed budget should be treated as amounts over and above the proposed allocations for the other parts of the regular budget.

36. His delegation supported the Secretary-General's proposals with respect to peacebuilding activities and the Office of the United Nations Register of Damage Caused by the Construction of the Wall in the Occupied Palestinian Territory. The limited extrabudgetary resources projected for United Nations support for NEPAD was very disappointing, however, and would lead to a low implementation rate of activities funded by extrabudgetary means. Member States should discuss the matter, taking into account the devastating effects of the financial and economic crisis on African countries.

37. His delegation supported the Advisory Committee's recommendations that the regional commissions should develop a strategy to expedite the process of filling vacant posts, update the General Assembly on the actual number of vacancies in each commission and strengthen their cooperation to meet common challenges.

38. His delegation supported the proposal to upgrade the post of the head of the New York Office of OHCHR to the Assistant Secretary-General level. The High Commissioner should continue her efforts to improve the geographical representation of staff in her Office and report to Member States on the results. The Office should also implement expeditiously the recommendations contained in the relevant reports of the Office of Internal Oversight Services (OIOS) (A/64/201 and A/64/203).

39. Lastly, acknowledging that the Advisory Committee's workload had grown, he supported the proposal to increase its meeting time from 74 to 78 weeks per biennium.

40. **Mr. Diab** (Syrian Arab Republic) said that the proposed programme budget must include sufficient resources to enable the United Nations to fulfil all its legislative mandates. His delegation was concerned about the continued application of the zero-growth principle to budget proposals, something the General Assembly had never officially requested. That practice, which reflected the wishes of only a handful of Member States, severely curtailed the Organization's ability to carry out all its mandated activities.

41. He reaffirmed the role of the General Assembly, *through the Fifth Committee, in analysing and* approving financial and human resource requirements. His delegation thanked the Advisory Committee for its comments, but was concerned about its remarks on the

logical framework of the budget and its recommendation that certain expected accomplishments and indicators of achievement should be changed. The logical framework had been adopted by the General Assembly in its resolution 63/247, on the recommendation of the Committee for Programme and Coordination.

42. All Member States agreed that the work of the United Nations rested on the three pillars of peace and security, development and human rights, yet there was considerable imbalance in the proposed programme budget under consideration. That imbalance was a reflection of ever-greater increases from biennium to biennium in resources for programmes relating to peace and security and human rights, without a similar increase for development programmes, even though the General Assembly, in its resolution 63/247, had placed the promotion of sustained economic growth and sustainable development at the top of its list of priorities for 2010-2011. In future, the Secretariat should ensure resources were apportioned more fairly among the three pillars of United Nations activity.

43. It was also essential to enhance regional cooperation for development, which was of great benefit to Member States. The key entities in that regard were the Department of Economic and Social Affairs, which was the lifeline of development support to Member States, and the regional commissions, which played an important role in incorporating regional economic and social development dimensions into national strategies and helped bridge the gap between global concerns and national priorities.

44. In view of the General Assembly's emphasis on the importance of training within the Secretariat, every effort should be made to increase training opportunities and employ trainers from developing countries. Training resources, moreover, should be fairly distributed among programmes and duty stations to ensure that the Organization benefited fully from those efforts. It was particularly important to provide training for language staff, since many would retire in the next few years.

45. He was surprised to note, in the proposals under section 5 of the proposed programme budget (A/64/6 (Sect. 5)), that the Secretariat sought to integrate most of the administrative and logistical support for the Observer Group Lebanon and the Observer Group Golan into the United Nations Interim Force in Lebanon (UNIFIL) and United Nations Disengagement Observer Force (UNDOF), respectively, when the same recommendation had been made by the Advisory Committee at the previous two sessions of the General Assembly but had not won the support of the membership. Advancing that proposal would only waste the Fifth Committee's time. The Advisory Committee's current position in that regard should be supported.

46. **Mr. Yener** (Turkey) said that budget proposals should comply with some basic principles: they should give a complete picture of resources and expenditures; all related information should be accurate and clear; estimates of expenditures and income should be realistic, in light of the current economic situation; and expenditures and income should be balanced to avoid a shortfall. The United Nations must be provided with the resources required to meet its goals, but it should in turn use those resources effectively and efficiently, particularly at a time when many Member States were facing fiscal deficits as they dealt with the global economic slowdown. The proposed 0.5-per-cent increase in the programme budget seemed reasonable, yet the budget proposal was still incomplete and thus breached one of the principles enumerated. The United Nations should maintain strict budgetary discipline, allowing increased expenditures only for urgent matters relating to peace and security, and financing any other urgent needs through the contingency fund.

47. The scale of assessments should reflect a fair and balanced distribution among Member States of financial responsibility for the United Nations, while all Member States should pay their contributions in full and on time to ensure that the Organization could carry out its mission.

48. **Mr. Valero Briceño** (Bolivarian Republic of Venezuela) said that the proposed programme budget contained imbalances carried over from earlier periods. The proposed resources for some budget sections had doubled or tripled since 2000, while resources proposed for development activities had remained virtually unchanged, contrary to the mandate issued at the previous General Assembly session. It was the Secretariat's responsibility to fulfil such mandates and to implement mechanisms that would ensure the Organization's financial soundness.

49. Geographical representation and gender balance in the Secretariat were far from satisfactory: the Organization must be staffed with individuals from all

countries and regions, and more women, particularly from developing countries, must be appointed to senior positions. The dire geographical imbalance in OHCHR undermined the intergovernmental nature of that Office, and a high number of OHCHR posts designated for development activities remained vacant.

50. It was also disappointing that, 10 years after its establishment, the Development Account was far from the initially proposed level of $200 million, particularly compared with the disproportionate increase — from some $260 million to over $1 billion — in the amount budgeted for political affairs over the same period.

51. Economic growth alone was insufficient to meet people's needs. The United Nations, together with Governments and all sectors of society, should promote people-centred development. Strong support for development was crucial at a time of global crisis that affected the poor most severely: developed countries should honour their commitment to transfer 0.7 per cent of their gross domestic product to developing countries to help achieve internationally agreed development goals. The Secretary-General's proposals should be geared to addressing the serious social problems — including poverty, unemployment, underemployment, social marginalization and inequality — that primarily affected women, children and the elderly in developing countries.

52. **Mr. Mshiga** (United Republic of Tanzania) said that, like many other African countries, Tanzania faced challenges that went beyond the financial and economic crisis: energy and food shortages, severe drought, communicable and non-communicable diseases and restricted market access as a result of globalization all posed challenges to the attainment of the Millennium Development Goals. To achieve those goals, his Government was counting on the United Nations to help it address the issues it faced and secure bilateral and multilateral development assistance. As peace, security and stability were another major concern, he urged the United Nations to provide more resources for peacekeeping missions in Africa. Since human rights violations were among the root causes of conflicts, Tanzania supported the allocation of resources to the Organization's human rights activities in a balanced manner in relation to the other two pillars of the Organization's work.

53. Given that the continued vacancy of the post of Special Adviser on Africa had a debilitating effect on programme delivery, he wished to know the status of recruitment for that post.

54. **Mr. Kapambwe** (Zambia) said that the proposed programme budget must be considered in the context of the situation created by the non-payment of assessed contributions, and urged all Member States that were able to pay to do so on time and without conditions. The budget proposals for the biennium 2010-2011 should reflect the priorities set by the General Assembly in its resolution 63/266. He was concerned that the proposed budget had increased by only 0.5 per cent compared to the budget for the previous biennium, as that might result in inadequate resources for the implementation of many mandates.

55. Recalling that the United Nations played a central role in promoting development, he stressed the need to increase the level of the Development Account and to find a funding mechanism for that purpose. All mandates approved by intergovernmental bodies required predictable and adequate funding, and priorities set by the General Assembly and the Security Council must be accorded equal importance.

56. The Secretariat should administer the Organization's budget efficiently and with more transparency. It was also crucial to ensure transparency in recruitment in order to achieve equitable geographical representation and gender balance among United Nations staff. Every effort must be made to fill quotas, particularly those corresponding to underrepresented States.

57. **Mr. Nirupam** (India) said his delegation was disappointed that the proposed programme budget, which should be a dynamic document that reflected emerging needs and contained a vision for United Nations activities in the next biennium, presented a fragmented picture of those activities. The proposed budget failed to address the increased needs of developing countries, instead pursuing "business as usual" at a time of economic crisis affecting millions of people around the world.

58. He acknowledged that the United Nations had been in a continuous state of reform since 2005, which had entailed costs but also promised future efficiencies. As recommended by the Advisory Committee, the proposed programme budget for the biennium 2012-2013 should provide a clearer picture of the reforms as

well as their budgetary implications and the efficiency gains they had yielded.

59. The drastic increase in the allocations for special political missions created the impression that the regular budget was growing rapidly. As a result, austerity was prescribed that inevitably targeted development activities on the pretext that development issues were already being addressed bilaterally or through the United Nations funds and programmes. He rejected that argument and held that the Secretariat's development activities — particularly research, advisory services and normative analysis — were an integral part of the international development architecture.

60. While Member States must assume responsibility for implementing important political mandates, they should also explore ways of easing the related financial burden. Noting that some 75 per cent of the regular budget had related to salaries and common staff costs for the biennium ended 31 December 2007, he said that more resources should be allocated to programme delivery rather than to programme support, administrative and staff costs.

61. His delegation was perplexed by the fact that extrabudgetary resources for the United Nations had increased dramatically, yet Member States were objecting to what would be a relatively modest increase in the proposed programme budget, even when additional requirements were included. It would be useful to examine why contributors were reluctant to pay their assessed contributions for the regular budget but were generous in their voluntary funding. His delegation endorsed the Advisory Committee's position that extrabudgetary posts should be managed with the same rigour as regular budget posts.

62. **Ms. Corti** (Argentina) said that the priorities and mandates of all three pillars of the Organization's work should be implemented in an effective and balanced manner and that resources should be used efficiently and effectively. Her delegation was convinced that, since development and peace and security were closely related, placing greater emphasis on development-related activities would lead to a reduction in the number of international conflicts and in the spiralling costs of peacekeeping missions.

63. Since zero nominal growth would reduce the budget in real terms, certain activities must be given priority. In addition to the general priorities set out by the Group of 77 and China and the Rio Group, she wished to highlight a number of areas of particular interest to her country. In view of the importance of the International Court of Justice and the advisability of providing it with the resources it needed to perform its functions, her delegation regretted the Advisory Committee's recommendation against approval of the establishment of the Legal Officer posts requested. Under section 14 of the proposed programme budget, it was essential to meet the request for resources to establish a P-4 post to assist the secretariat of the United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) in its important work. With regard to sections 20 and 35, which dealt with the Economic Commission for Latin America and the Caribbean (ECLAC) and the Development Account, respectively, her delegation supported the level of resources requested, since programmes aimed at improving the living conditions of the neediest populations must constitute a priority for the United Nations. Lastly, her delegation shared the opinion of OIOS that an Assistant Secretary-General as head of the New York Office of OHCHR would allow the Office to participate at the appropriate level in executive decision-making committees, especially the Secretary-General's Policy Committee and Senior Management Group. It therefore supported the request for reclassification of the post.

64. **Mr. Bue The Giang** (Viet Nam) said his delegation was concerned that, given the tremendous need for financial support to help countries recover from the economic and financial crisis and address food insecurity, deadly diseases and the impact of climate change, the proposed programme budget would make it difficult for the Organization to implement its mandates. The Committee should focus not so much on the level of the regular budget as on ensuring that the money was allocated properly and used effectively. In the last few months, trillions of dollars had been used to rescue a handful of large banks and companies, while the money promised to rescue millions of people struggling for survival in the midst of a crisis not of their making had never materialized. There were two resource streams within the United Nations system: the regular budget, only a small part of which was dedicated to development, and extrabudgetary resources, which were estimated at almost twice the amount of the regular budget. All mandated programmes and activities should receive funding in

made it impossible for full proposals to be prepared in the time available.

69. She welcomed the emphasis Member States had placed on the large increase in extrabudgetary resources. The Secretariat was also concerned about the growing imbalance among extrabudgetary resources, peacekeeping budgets and the regular budget. It was impossible to further reduce funding for administrative and common support functions without leaving the Organization incapable of supporting its operational functions. She thanked Member States for the support they had expressed for the Secretary-General and the work of the Organization.

The meeting rose at 12.50 p.m.

United Nations A/C.5/64/SR.12

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Chairman: Mr. Maurer ..... (Switzerland)
Chairman of the Advisory Committee on Administrative and Budgetary Questions: Ms. McLurg

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The meeting was called to order at 10.05 a.m.

Agenda item 142: Administration of justice at the United Nations (A/64/292, A/64/314 and A/64/508; A/C.5/64/3)

1. **Mr. Lin** (Former Secretary of the Headquarters Joint Appeals Board and Joint Disciplinary Committee), introducing the report of the Secretary-General on the outcome of the work of the Joint Appeals Board during 2007 and 2008 and between January and June 2009 and on statistics on the disposition of cases and work of the Panel of Counsel (A/64/292), said that the offices of the former system of administration of justice had concentrated between January 2008 and June 2009 on clearing as much of the backlog of cases as possible. He commended all the volunteers working for the joint appeals boards and the Panel of Counsel for making efforts far beyond the call of their regular duties.

2. In view of the large number of cases pending before the joint disciplinary committees and since more was at stake for staff members accused of misconduct, it had been decided at the end of 2008 to shift the priority to reviewing disciplinary cases, a move which had necessarily delayed the review of appeals. In the first six months of 2009 staff members had continued to file appeals to the boards and the Administration had continued to refer disciplinary cases to the committees. That was why some 140 pending cases had had to be passed on to the new system of administration of justice at the end of June 2009.

3. Paragraph 5 of the related report of the Advisory Committee on Administrative and Budgetary Questions (A/64/508) gave details of the additional information and analysis requested by the Advisory Committee on the monetary compensation recommended by the joint appeals boards.

4. **Mr. Barkat** (United Nations Ombudsman), introducing the report of the Secretary-General on the activities of the Office of the United Nations Ombudsman and Mediation Services (A/64/314), said that the newly integrated Office served the staff and related personnel of the bodies listed in paragraph 2 of the report. The Office had been heartened by the importance which the General Assembly attached to the informal resolution of disputes, an approach which helped to create an equitable working environment and a culture of managerial accountability.

5. The report gave an overview of the Office's activities, described the systemic issues identified and offered suggestions for improving policymaking, as well as outlining the actions taken to reach out to staff worldwide and future directions for the Office's work. In the past the system for categorizing disputes had differed from body to body, making it difficult to identify cross-cutting issues; the common system introduced in 2009 would provide a more detailed picture of such issues. There had been an overall increase in the volume of cases, with 74 per cent of them originating in country offices, field offices and peacekeeping operations. Chapter IV of the report contained a breakdown of the systemic issues identified during the reporting period.

6. The Administration had made much progress in addressing some of the issues raised by the Office in its previous reports, inter alia, by introducing contractual reform and a whistleblower policy and improving the national competitive examination programme. In response to the General Assembly's request that it should facilitate the equal access of field personnel to its services, the Office had conducted a number of in-person interventions in the field, observing at first hand the systemic issues affecting the personnel. It had also been raising staff members' awareness of the system of administration of justice and the Office's expanded mandate, inter alia, through a new website in all six official languages. The Office's Mediation Division had been operational since July 2009.

7. **Mr. Kelapile** (Vice-Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the Advisory Committee's report on the administration of justice (A/64/508), said that the Advisory Committee noted that with the abolition of the joint appeals boards and joint disciplinary committees and the introduction of the new system of administration of justice, the Secretary-General's report (A/64/292) was the last one on the work of the boards and committees. The Advisory Committee had recommended that an analysis of the monetary compensation awarded and the indirect costs associated with appeals should be provided in the next report on the administration of justice, which should identify those aspects of staff administration which generated a large number of appeals and should compare data from the old and new systems.

8. With regard to the Office of the United Nations Ombudsman and Mediation Services, the Advisory

Committee emphasized the importance of interaction between the Office and other parts of the Secretariat, such as the Office of Human Resources Management, to ensure that systemic issues were adequately addressed. It had reiterated its view that the Secretary-General should report regularly to the General Assembly on the action taken to address the Ombudsman's findings on systemic issues. The Advisory Committee noted that the Office had been providing mediation services in support of the formal system of administration of justice since 1 July 2009; that was an important role for the Office.

9. On a related matter, the Advisory Committee recalled that the General Assembly had decided that the judges of the United Nations Appeals Tribunal should be compensated on a per-case basis. It noted that no provision had been made for other entitlements related to travel and subsistence. At an appropriate time, the General Assembly might wish to look into that matter.

10. **Mr. Elhag** (Sudan), speaking on behalf of the Group of 77 and China, said that the Group regarded the administration of justice as an integral part of an effective human resources management system and firmly supported the reforms approved by the General Assembly in its resolutions 61/261, 62/228 and 63/253. It agreed with the Advisory Committee that the General Assembly should be provided with reports on those aspects of staff administration that had given rise to a large number of appeals, as well as additional information on the accountability of officials who caused the Organization financial losses. It also agreed that the Office of the Ombudsman should develop the guidelines it needed in order to become fully operational as soon as possible.

11. **Ms. Berlanga** (Mexico), speaking on behalf of the Rio Group, said that the system of administration of justice was important for the staff's career development and constituted an effective accountability mechanism. It endorsed the Advisory Committee's view, stated in paragraph 5 of its report (A/64/508), that the information provided on the Joint Appeals Board at Headquarters should also be provided on the boards at the other three main duty stations. Given the importance of accountability, the Group was concerned about the way in which cases involving officials who had caused the Organization financial losses were handled. Stricter accountability measures should be implemented throughout the United Nations system, including the imposition of more severe sanctions in cases of fraud.

12. Managers should promote a culture of zero tolerance of harassment, discrimination and abuse of authority by any staff member. The Group was worried in that connection by the indication in the Secretary-General's report on the activities of the Office of the Ombudsman (A/64/314) that staff alleging misconduct were sometimes denied due process and that the Organization did not seem to be truly committed to dealing with such allegations. The report also indicated that the existence of several offices responsible for dealing with allegations of misconduct by peacekeeping personnel created confusion. The Group hoped that the need for personnel of the Office to travel away from Headquarters would diminish once the regional offices were in operation and that communication between the Office and the Secretariat on systemic issues would be improved. It also hoped that the Mediation Division would soon be operating on a regular basis.

13. **Mr. Al-Manai** (Qatar) said that no reform of the system of administration of justice could be effective unless the system's shortcomings were identified. Furthermore, due process required that all available means of dispute settlement should be exhausted before decisions became final. Disputes could in fact be fruitful if addressed constructively, as they sometimes arose when creative ideas came into conflict. The Office of the Ombudsman should intervene at the point of intersection between creativity and conflict in order to settle disputes informally. Such an approach did not preclude monitoring the root causes of disputes and preventing their repetition.

14. The United Nations should seek to become a better role model for the administration of justice throughout the world by supporting the Office of the Ombudsman and its Mediation Division in a neutral and transparent manner. Informal dispute resolution had a very useful role to play in that regard. His delegation appreciated the Organization's efforts to provide training for supervisory personnel and the Ombudsman's field visits to address issues raised by local staff and explain his Office's functions.

15. The shortcomings in the determination of responsibility for protecting the rights of personnel seconded by Member States to help to preserve international peace and security were a source of concern. There was no clear legislation on the

protection of peacekeepers against attacks and abuse, and it was not enough to refer cases to the host country in question. The competent bodies should take action to address those shortcomings.

16. United Nations rules and regulations should take women's empowerment and equality of rights fully into consideration. While there had been some improvement in the number of female recruits and in the appointment of women to senior positions, the numerical gap between men and women was still too wide. Women should also be accorded additional benefits in respect of their family responsibilities. That was the approach taken in Qatar.

Agenda item 163: Financing of the activities arising from Security Council resolution 1863 (2009)
(A/64/465 and A/64/509)

17. **Mr. Yamazaki** (Controller), introducing the report of the Secretary-General on the financing of support of the African Union Mission in Somalia (AMISOM) from 1 July 2009 to 30 June 2010 (A/64/465), recalled that, by its resolution 63/275 B, the General Assembly had authorized a commitment authority of $138,802,500, with assessment, for the support of AMISOM for the period from 1 July to 31 December 2009, and had requested the Secretary-General to submit a full 2009/10 budget in a timely manner. The full budget for 2009/10, totalling $225,439,100, included the commitment authority of $138,802,500, as well as $1,059,100 in budgeted voluntary contributions in kind. Expenditure of $72,042,800 had been incurred for the period from 1 July 2008 to 30 June 2009 against the commitment authority of $75,641,900 approved for that period.

18. The budget request reflected resource requirements for AMISOM military and police personnel for the provision of rations and the emplacement and rotation of battalions, as well as provisions for the international and national staff of the United Nations Support Office for AMISOM (UNSOA) and the planning teams in Addis Ababa and New York. All core administrative and budgetary functions of UNSOA and the United Nations Political Office for Somalia (UNPOS) would be integrated as of 1 January 2010, with UNSOA performing those functions for both entities. The resource requirements for 2009/10 were about $90 million lower than originally projected, owing mainly to a change in circumstances and a subsequent analysis of requirements. In particular, a change in the concept of operations, with troops now likely to remain in tactical positions for the foreseeable future, had led to a reduction in the provision of hard-wall accommodation and a commensurate decrease in construction costs. In addition, the completion of initial contingency planning in New York and a review of the expertise required in Addis Ababa had led to a reduction in the size of those planning teams.

19. The General Assembly was invited to appropriate $224,380,000 for the period from 1 July 2009 to 30 June 2010, inclusive of the commitment authority of $138,802,500 previously authorized; to assess $85,577,500 for the period from 1 July 2009 to 30 June 2010, in addition to the amount of $138,802,500 already assessed for the period from 1 July to 31 December 2009, should the Security Council decide to continue the mandate; to appropriate the amount of $75,641,900 previously authorized for the period from 1 July 2008 to 30 June 2009; and to decide on the treatment of the unencumbered balance of $3,599,100 and other income of $122,000 for the period ended 30 June 2009.

20. **Mr. Kelapile** (Vice-Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the Advisory Committee's related report (A/64/509), expressed the Advisory Committee's condolences in relation to the recent deadly attack on AMISOM personnel. While it understood that a number of steps would be taken to address security issues, such as ensuring that construction works were compliant with United Nations minimum operating security standards and monitoring contractors' access to AMISOM sites, the Advisory Committee was of the view that such procedures should already have been implemented in all field operations where security was precarious.

21. While efforts were being made to achieve efficiencies, the overall operational structure of United Nations support for Somalia was highly complex, as shown in annex II to the Advisory Committee's report (A/64/509). The Advisory Committee was concerned that the involvement of so many departments and offices might make it hard to see how overall accountability for the support for Somalia was organized. It therefore encouraged the Secretary-General to keep under review all activities related to the United Nations presence in Somalia.

22. The Advisory Committee had been informed that the proposed budget could be reduced by a total of $9.8 million, comprising a $2.5-million reduction in costs under military contingents and a $7.3-million reduction under operational costs. It therefore recommended that the General Assembly should appropriate $214,580,000 for the financing of support for AMISOM for the period from 1 July 2009 to 30 June 2010.

23. **Ms. Pataca** (Angola), speaking on behalf of the Group of African States, said that, pursuant to Security Council resolution 1872 (2009), in which the Council requested the Secretary-General to continue to provide a logistical support package for AMISOM, the Group welcomed the first proposed budget for the financing of support for the Mission. Effective support to AMISOM should contribute to a more secure environment in Mogadishu, enabling the peace process to move forward and the Transitional Federal Government to consolidate its authority. The Group expressed its appreciation to all Member States that had contributed to the United Nations Trust Fund in Support of AMISOM and called for the pledges made at the donors conference to be honoured. It noted that the Department of Peacekeeping Operations continued to plan for the transition of AMISOM to a possible future United Nations peacekeeping operation.

24. The Group trusted that the Entebbe logistics base would be expanded and would continue to be used to support AMISOM and other peacekeeping missions in Africa. It acknowledged the progress made by UNSOA in supporting AMISOM through the transit base in Mombasa. It commended the Governments of Uganda and Burundi for providing troops to AMISOM, as well as those countries that had indicated their willingness to do so, and paid tribute to the AMISOM peacekeepers. In that connection, it condemned all attacks on AMISOM personnel and, in particular, expressed its condolences over the attacks of 17 September 2009.

25. **Mr. Tessema** (Ethiopia) recalled that, having sent its defence forces into Somalia two and a half years previously, at the request of the country's Transitional Federal Government, to combat the threat posed by extremist forces, his Government had repeatedly called on the international community to support AMISOM and subsequently transform it into a United Nations peacekeeping operation. Following the adoption of Security Council resolutions 1863 (2009) and 1872 (2009), the international community must continue to give high priority to strengthening AMISOM and building the capacity of Somalia's federal institutions. The continued presence of AMISOM in Mogadishu was vital if stable security conditions were to be maintained; however, the Mission might fail to achieve its mandated strength or establish effective peacekeeping operations in the absence of logistical support from the United Nations and donor assistance for its other requirements. His delegation therefore urged the Committee "to approve the Secretary-General's proposed budget for financing support for AMISOM, since the support package was critical and must be delivered in an effective and timely manner. The emphasis it placed on support offices, logistics hubs and liaison points was particularly valuable. Further opportunities should be explored in the countries of the subregion to help strengthen AMISOM and speed up the process of establishing a United Nations peacekeeping operation in Somalia, since any delay would have serious consequences not only in that country but throughout the region.

26. **Mr. Traystman** (United States of America) said that his delegation strongly supported the Security Council's decision, by its resolution 1863 (2009), to strengthen support for AMISOM, which played an important role in helping the Somali people achieve peace and reconciliation. The United States had provided $135 million in logistical and equipment support, as well as predeployment training for the Burundian and Ugandan forces, since the deployment of AMISOM in 2007. It also provided humanitarian assistance to Somalia, having donated over $150 million in food and other assistance in the last year, and planned to maintain that level of support.

27. His delegation condemned in the strongest terms the continuing military offensives against the Transitional Federal Government and AMISOM, including the deadly suicide attacks by Al-Shabaab against AMISOM headquarters on 17 September 2009, and paid its deepest respects to those who had lost their lives. Since security clearly remained tenuous, his delegation trusted that the Committee would recommend authorization of the funds requested by the Secretary-General to ensure that the progress already made was not reversed and the path to peace and stability in Somalia was strengthened.

28. At a time of rapidly escalating expenses associated with the Organization's multiple and varied activities, every effort must be made to ensure the efficient, effective and transparent use of available resources, particularly in the current difficult financial climate.

29. **Mr. Tawana** (South Africa) said that the Secretary-General's first proposed budget for the financing of support for AMISOM, which would provide predictable, flexible and sustainable funding for the Mission, marked a significant milestone in terms of cooperation between the United Nations and the African Union. Such cooperation was vital for strengthening the peace and security architecture in Africa; while the Security Council had primary responsibility for maintaining international peace and security, regional organizations played an important and complementary role. Recalling the provisions of Security Council resolution 1872 (2009) regarding the continued provision of a logistical support package for AMISOM and the possible deployment of a peacekeeping operation, he stressed the importance of deepening the strategic partnership between the United Nations and the Mission by providing the necessary funding and logistics to support peacekeeping operations carried out in Africa on behalf of the United Nations. The Secretary-General's budget proposal provided a good basis for longer-term peacebuilding in Mogadishu, and the Security Council should establish a United Nations peacekeeping operation in Somalia in the near future.

30. He expressed concern at the proposed budget reduction of $9.8 million recommended by the Advisory Committee; his delegation trusted that it would not have a negative impact on the effective execution of the Mission's challenging mandate. Lastly, he paid tribute to the African Union troops who, despite difficult conditions and limited resources, had gone the extra mile in the cause of peace and stability in Somalia.

31. **Mr. Mugoya** (Uganda) said that the precarious security conditions in Somalia and the general vulnerability on the ground, as exemplified by the attack on AMISOM troops on 17 September 2009, highlighted the work that needed to be done to improve the situation, since initiatives such as the training and mentoring of the senior leadership of the Somali police force by AMISOM civilian police could only be achieved if security conditions permitted.

32. His delegation welcomed the Secretary-General's budget proposal and trusted that the Committee would make every effort to ensure that support for AMISOM was not hindered by the proposed $9.8-million reduction recommended by the Advisory Committee. Provision of adequate funds for the support package would be a major factor in determining progress in Somalia, including the possible deployment of a United Nations peacekeeping mission there.

33. His delegation had expected a substantial budget proposal under facilities and infrastructure to ensure the safety and security of AMISOM troops, particularly in view of the recent terrorist attack. It would therefore be seeking confirmation that the $80,787,000 proposed under that item would be sufficient to address the security threats faced by AMISOM as a result of its currently inadequate facilities and infrastructure. That said, his delegation welcomed the commencement of engineering work by UNSOA to enhance AMISOM sanitation, power and water facilities.

Agenda item 133: Programme planning (*continued*) (A/C.5/64/L.4)

Draft resolution A/C.5/64/L.4: Programme planning

34. *Draft resolution A/C.5/64/L.4 was adopted.*

The meeting rose at 11.30 a.m.